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偏遠地區公校委辦之理論、 實務與政策分析

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摘要

研究目的

本研究旨在探討我國偏遠地區公立學校委託私人辦理（簡稱公校委辦）的政策背景、運作機制、實務挑戰及其理論與實務貢獻。具體目標包括分析我國公校委辦制度性質、發展狀況、運作思維及其與英、美公私協力做法之關鍵差異，探究受託基金會是否能發揮其優勢為委辦學校帶來實質改變，檢視學校於政府、基金會與相關利害關係人協力脈絡中之治理權責與運作情形，及其對當前聘任師資困境之影響，並據此提出現行法令與政策應有之施為。

主要理論或概念架構

研究以公私協力（Public-Private Partnerships, PPP）為核心理論架構，闡述政

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府與非政府利害關係人如何在正式平台中共同參與政策制定、資源分配與執行過程，以提升公校委辦模式的效能。在新管理主義（new managerialism）的理念價值下，強調市場機制和私部門經驗對公共教育提供的互補合作，並特別以公私協力的概念作為分析框架，檢視公校委辦的實踐。

研究設計／方法／對象

本研究採質性研究法，結合文件分析、田野觀察與專家訪談，深入探討10所偏遠地區公校委辦學校之運作現況。研究對象包括學校校長、地方教育主管機關人員及受託基金會負責人，研究期間歷時一年。資料結合半結構式訪談與田野札記，運用Atlas.ti 8.0軟體進行編碼與歸納分析，以彙整各方利害關係人對公校委辦模式的實際經驗與觀點。

研究發現或結論

一、我國公校委辦在實踐上與英、美公私協力精神存在落差：我國雖以委託私人辦理學校作為實驗教育的一環，但其核心精神多流於傳統特色學校，課程主體與運作方式尚未真正突破公立學校框架；且我國的委辦學校多以避免廢校為主要動機，偏重解決偏鄉學校存續問題，未能像英、美的公私協力學校強調市場機制與績效提升，例如美國特許學校（charter school）及英國公辦民營學校（academy），藉由私部門資源與理念實現教育創新，展現多樣性與競爭力。因此，在法規框架與運作模式上，仍無法彰顯與國際公私協力精神接軌的創新性與自主性。

二、學校受託人之特殊條件確能改變受託學校既有網絡生態：受託人不僅引入其教育理念，亦為學校帶來私部門的資源與治理模式，促使原有生態網絡產生變化。例如，透過創新的教師培訓及資源整合，受託學校在教師培力、課程設計及校務經營策略上取得新突破。此外，基金會透過與外部資源的合作，形成支持性的社會網絡，有助於提升學校經營效率及穩定性。

三、雖然暫時補足師資需求，但也存在學校面對地方政府與基金會的兩難：《學校型態實驗教育實施條例》給予相關師資聘任與行政安排任用的彈性，確實也為委辦學校帶來教學專業與行政若干的彈性作為，也為實踐實驗教育理念帶來

正向的影響，但是，教育主管機關對於委辦學校的監管方式，仍延續公立學校的行政模式，導致受託學校無法完全實現其教育創新的目標。此外，行政主管機關與受託之基金會或法人對學校形成雙重監督壓力，也會讓經營團隊無所適從，反而抑制教育理念的推展。

理論或實務創見／貢獻／建議

本研究應用公私協力理論，揭示公私協立在偏鄉教育改革中的潛力與限制，為公校委辦模式提供理論基礎。在實務層面，本研究提出隨著公校委辦模式逐步成熟，社會對教育多元化的需求增加，政府應調整保守防弊心態，妥適回應教育發展之新趨勢；其次，儘管現行法規明定受託人得依校務發展與辦學特色聘任教師，但真正符合學校需求之教師，仍受未具教師資格之薪資待遇、職涯保障之限制，亟待制度性突破以留住人才；再者，公校委辦修正條例已納入「實驗教育」法律名稱，旨在促進教育創新與多元發展，政府自須持續參照委辦實效，評估事項規範及創新程度並調整鬆綁服務，以確保委辦學校真正實踐立法目的。

關鍵詞：公立學校委託私人辦理、公私協力夥伴關係、政策回饋、偏遠地區學校、實驗教育

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Theories, Practices, and Policies on the Operation of the Schools Consigned to the Private Sector in Rural Areas

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Abstract

Purpose

This study examines the policy background, operational mechanisms, practical challenges, and theoretical and practical contributions of the educational reform act on rural schools in Taiwan, which aims to avoid closures due to low enrollment while revitalizing local communities through private sector resources. Specific objectives include analyzing the institutional characteristics, development, and philosophies of Taiwan's contract schools and comparing their key differences from public-private collaboration models in other countries, such as the US and the

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UK. It further investigates whether entrusted foundations are able to utilize their organizational and resource advantages to bring about substantive change in contract schools. The study examines the governance responsibilities and administration of schools situated within a collaborative framework involving government agencies, foundations, and relevant stakeholders, as well as the effects of this governance structure on current challenges in teacher recruitment.

Main Theories or Conceptual Frameworks

The study adopts the Public-Private Partnership (PPP) model as its theoretical framework, exploring how government and private entities collaborate on formal platforms to formulate policies, allocate resources, and implement practices for enhanced effectiveness in contract schools. It incorporates concepts from New Governance and New Managerialism, emphasizing market mechanisms and private sector expertise to complement public education.

Research Design/Methods/Participants

The research employs a qualitative approach combining document analysis, field observations, and in-depth interviews to investigate 10 contract rural schools. Data collection included outsourcing contracts, field notes, and stakeholders interviews involving school principals, local education authorities, and private sector operators. Atlas.ti 8.0 was utilized to code, organize, and analyze the data. Conducted over one year, the study explored how these schools function under public-private collaboration, aiming to highlight both successes and ongoing challenges.

Research Findings or Conclusions

I. Discrepancy Between Practice and Spirit of Public-Private Collaboration

While intended as an experimental educational approach, contract schools largely resemble feature schools with little reform in curriculum or structure. The primary motivation in Taiwan is to prevent school closures in rural areas rather than driving innovation through market mechanisms or performance accountability.

Unlike the public-private partnership models seen in the UK (Academies) and the US (Charter Schools), which emphasize leveraging private resources and philosophies for innovation, contract schools in Taiwan remain bound by traditional frameworks.

II. Transformative Role of Private Sectors

Private operators bring distinct philosophies and resources that transform the network ecology of contract schools. Their contributions include innovative teacher training, curriculum reform, and enhanced resource integration, which create new opportunities for growth. Partnerships with external entities also form supportive social networks, enhancing operational efficiency and stability. Principals, as catalytic leaders, play a critical role in bridging the public and private sectors, aligning stakeholders' interests, and guiding schools toward achieving innovative and diversified educational goals.

III. Institutional Dilemmas in Resource Management and Stakeholder Relations

In accordance with the spirit of the “Act of Enforcement Act for School-based Experimental Education,” flexibility has been introduced in teacher recruitment and administrative arrangements. This flexibility has indeed provided contract schools with a certain degree of pedagogical professionalism and administrative latitude. As a result, it has had a positive impact on the implementation of experimental education philosophies. However, the supervisory approaches adopted by the local government toward contract schools continue to follow the administrative model applied to public schools.

Theoretical or Practical Insights/Contributions/Recommendations

This study advances the theoretical understanding of Collaborative Governance by examining the potential and limitations of public-private partnerships in addressing rural education challenges. It lays the foundation for the contract school model by highlighting the synergy between public and private resources. From a practical perspective, this study suggests that as the contract

schools model gradually matures and societal demand for educational diversity increases, the government should adjust its conservative, risk-averse stance and appropriately respond to emerging trends in educational development.

Keywords: commissioned operation of public schools, public-private partnership (PPP), policy feedback, schools in rural areas, alternative education